
MARINE CORPS HISTORICAL REFERENCE PAMPHLET

**A BRIEF HISTORY OF
HEADQUARTERS MARINE CORPS
STAFF ORGANIZATION**



**HISTORICAL DIVISION
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A Brief History of
Headquarters Marine Corps
Staff Organization

By

Kenneth W. Condit,
Major John H. Johnstone, USMC
and
Ella W. Nargele



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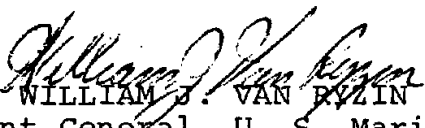
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PREFACE

This concise account of the evolution of Marine Corps staff organization is derived from official records and appropriate published historical works.

It is published as a ready reference for those interested in the historical development of our modern Marine Corps staff organization and, in particular, the evolution of the staff at Headquarters Marine Corps.


WILLIAM J. VAN RYZIN
Lieutenant General, U. S. Marine Corps
Chief of Staff

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A BRIEF HISTORY OF HEADQUARTERS
MARINE CORPS STAFF ORGANIZATION

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Introduction

The final responsibility for the service of a command rests with its commander. If an organization is small and the scope of its activities limited, the commander can usually direct his organization and administer its affairs personally, with, perhaps, some routine clerical assistance. In the case of a larger military organization with a considerable range of functions, the commander brings together a group of people to provide him with evaluated information and recommendations for the best courses of action to follow.

As the Marine Corps has grown in numbers in order to fulfill an increasing range and scope of responsibilities, the Commandant and his subordinate commanders have followed this latter thesis. When the Corps numbered less than 1,000 officers and enlisted men, it was possible for the Commandant, with but minimum assistance, to personally direct and administer its activities. Through the years, as the strength of the Marine Corps expanded to today's 240,000 men and women, it has been necessary that the staff assistance to the Commandant be correspondingly increased to help him direct and administer the Marine Corps in its world-wide responsibilities.

This account of the evolution of Marine Corps staff organization, with emphasis on the development of the Headquarters staff, is published to show why and how the Marine Corps staff has grown from its 1798 infancy to its maturity of today.

The Administrative Staff Period, 1798-1900

Although there were Marines in the service of our country for some years prior to 1798, the Marine Corps staff had its origin in the Act of 11 July of that year. This "Act for the Establishment and Organization of a Marine Corps" provided, in part, that "if the Marine Corps, or any part of it, shall be ordered by the President to do duty on shore, and it shall be necessary to appoint an adjutant, paymaster, quartermaster... the major or commandant of the corps, is hereby authorized to

appoint such officer or officers, from the line of subalterns ...who shall be entitled, during the time they shall do such duty, to the same extra pay and emoluments, which are allowed by law, to officers acting in the same capacities in the infantry." (1)

William Ward Burrows, a veteran of service with the South Carolina forces in the American Revolution, was commissioned major and appointed to command the new Corps on 12 July 1798. For a time, the Commandant was a one-man staff, with his chief duty being that of recruiting Marines for service with the fleet. As he began to fill his quota, Major Burrows appointed an Adjutant, a second lieutenant, on 2 August 1798 to assist him with musters and training. As the number of recruits continued to increase at Headquarters, the Commandant appointed as Quartermaster another second lieutenant to procure supplies. Finally, in April of 1799, the increasing press of duties compelled the Commandant to appoint a newly commissioned second lieutenant as Paymaster, with the appointee assuming his duties on 2 May. (2)

If the law had been implemented as written, staff officers probably should have been appointed only when the President specifically ordered Marines to shore duty. Apparently, Major Burrows interpreted the operation of a headquarters as "duty on shore," thus justifying the appointment of a staff.

Whether his interpretation of the law was legally correct is academic, for it was never challenged. A subsequent Congressional objection to Major Burrows' having provided himself compensation as Paymaster was grounded, apparently, on the fact that Burrows held a rank above that allowed for staff officers, for there was no objection to the additional compensation provided the lieutenants who had served in staff positions. (3) The Navy Department did not appear to object to the establishment of a Marine Corps staff. At least one of Burrows' appointees was informed of his appointment by the Secretary of the Navy himself. (4) In 1802, moreover, the three Marine Corps staff billets were included in a Presidential list of "Officers, as established by Law." (5) For the historical record, at all events, the three basic staff offices of the early Marine Corps date from the Commandant's appointments of 1798 and 1799.

The Marine Corps, as established in 1798, was built around the framework of individual ship detachments authorized by previous legislation, whereby some 25 officers and 58 enlisted men were on the rolls as "Marines" before the Marine Corps was created. (6) The chief concerns of Burrows and his staff were recruiting to the authorized strength, outfitting the new Marines, and disciplining the far-flung ship detachments. (7) Except for attending the immediate needs of those recruits processed and trained at Philadelphia--but one of several recruit collecting points--and maintaining a small Marine guard at the

leased government shipyard there, Burrows' staff was concerned with matters pertaining to the Corps as a whole.(8)

When the seat of government moved to Washington in the spring of 1800, Marine Corps Headquarters moved there, too. Unlike Philadelphia, which had been a temporary capital, Washington had an air of permanency from the beginning. An aspect of this situation with an immediate effect upon the Marine Corps was the establishment of the Washington Navy Yard and the Washington Marine Barracks. After the move to Washington, the Paymaster, Quartermaster, and Adjutant found themselves serving in a dual capacity as the staff of the Marine Corps and of the Marine Barracks as well.(9)

The inadequacy of the rank ceiling on the Marine Corps staff was pointedly brought out in 1811 when, in the course of normal advancement, the Paymaster, First Lieutenant Robert Greenleaf, was promoted to captain. He thus became ineligible to continue as Paymaster, since the staff officers were required by law to be taken "from the line of subalterns."(10)

This provision of the Act of 1798 appears to stem from the circumstances under which the law was passed. The idea of a separate organization of Marines had first been broached in the early part of April 1798 by the Secretary of War, who had jurisdiction over the Marines then in service. He had recommended to the Congress the raising of an additional "...regiment of infantry ...to act in the double capacity of Marines and Infantry." As originally reported to the House of Representatives, the Marine Corps bill provided for "...a battalion of infantry, to be called a Marine Corps..." and to be headed by a major. Among the Senate amendments to the House proposal was the deletion of any reference to the relative size of the structure of the new organization, now called the "corps of Marines," but the senior rank of major was retained.(11)

This consequent low rank ceiling on the staff prevailed in spite of the fact that the strength of the new Corps, 881 officers and enlisted men, was greater than that of some existing infantry regiments commanded by lieutenant colonels. An increase of 204 officers and enlisted men in the Marine Corps at the height of the French Naval War further complicated the situation.(12)

Additional rank had been authorized for the Commandant in 1800, but nothing was done to increase the rank of staff officers until the last year of the War of 1812. At that time, when the strength of the Corps was greatly increased, captains as well as lieutenants were authorized to hold staff billets. The three lieutenants on the Commandant's staff, accordingly, were promoted to captain on 18 June 1814.(13)

By this increase in the rank of its staff members, the Marine Corps achieved what amounted to a brigade staff, which, consequently, came under closer scrutiny by the higher echelons of government. In 1814, for example, President Madison decided that, from then on, Marine Corps staff officers could not be appointed or reduced "...without his approbation and consent thro' the Honorable Secretary of the Navy." (14) A few years later, this control was interpreted to mean that the Commandant would appoint his staff officers and inform the Navy Department of his action. (15)

The 1814 legislation did not alter the concept that a staff officer could serve in the line, as was graphically illustrated in the case of Lieutenant Samuel Miller. As of the date he was advanced to captain for being Adjutant, he had been in the field for almost a week in command of a battalion of Marines from the Washington Marine Barracks in the opening phases of the campaign which led to the Battle of Bladensburg, where he was wounded and brevetted for gallantry. (16)

After the war, the peace establishment, as enacted on 3 March 1817, drastically reduced the size of the Marine Corps but gave further impetus to the development of the staff by formally providing for inspection. This function was added to those already assigned the Adjutant through creation of the office of "Adjutant and Inspector," a title and combination of duties prevalent in the Army from 1792 until the establishment of the Inspector General's Department in 1821. Miller, the incumbent Adjutant, was appointed Adjutant and Inspector on the same day the law was signed, (17) and the basic Marine Corps staff, as it was to exist for a century and a quarter, was established.

The Congressional Act of 1834, in addition to again providing for the three staff Offices of Adjutant and Inspector, Quartermaster, and Paymaster, stated, in part, "That the said Corps shall, at all times, be subject to, and under the laws and regulations which are, or may hereafter be, established for the better government of the Navy, except when detached for service with the Army by order of the President of the United States." This clarified the status under which the Corps would operate, while leaving it a flexible organization for any type of employment.

For some time, officers serving in staff billets retained the rank which they held in the line, with their pay and allowances usually being entered separately in the annual estimates and appropriations until the time of the Mexican War. And just prior to that war, the practice of having enlisted personnel permanently assigned to staff duties was initiated. (18)

Marine Corps staffs in field units closely resembled that established at Headquarters. In fact, the first Marine Corps field staff, organized for the regiment serving under Army command in the Florida Indian Wars of 1837, included the staff officers of Headquarters. Reinforcing them were an assistant adjutant and inspector, assistant quartermaster, assistant commissary, surgeon, and assistant surgeon, these latter staff members reflecting current Army billets. During the Mexican and Civil Wars, staffs of field units were smaller than this. The Marine battalion with Scott's Army forces in Mexico, for example, included an adjutant and a quartermaster, as did the battalions at Bull Run and with the South Atlantic Squadron in 1863. In the attack on Fort Fisher, however, the Marine force, again under Army command and therefore organized into four companies, had only an adjutant as staff.(19)

Another practice originating in the Army was the separation of line and staff, introduced into the Marine Corps by an Act of the Congress of 1847.(20) This was the result of the opinion then generally held that "...the duties of the staff of the Marine Corps are...incompatible with lineal commission and rank."(21) The military art, according to this view, consisted of training troops and leading them in combat. The officers of the staff, on the other hand, were concerned only with administrative matters beyond the understanding of the line officer.

The Act of 1847 also provided that the Adjutant and Inspector, Quartermaster, and Paymaster should have the rank of major and the assistant quartermaster the rank of captain. The assistant quartermaster was then stationed in New York, where he remained during the Mexican War. After the war, that office was moved to Philadelphia, where a quartermaster representative had been assigned since 1801. In 1862, a second assistant quartermaster was provided to reopen the New York Office, but a few years after the war, he was returned to Headquarters.

With the assignment of additional officers to Marine Barracks in Washington, the Marine Corps staff was relieved of its duties with the garrison so that it could concentrate on the job of administering the Marine Corps. These duties, according to the Naval Regulations of 1893, included: for the Quartermaster, to purchase and distribute military stores, rations, and clothing, to furnish transportation, to erect and repair Marine Corps buildings, and to pay incidental expenses of the service; for the Adjutant and Inspector, to keep rosters of all officers and enlisted men and make a monthly return of the same, to make inspections as directed by the Commandant, to provide a repository for personnel records, and to furnish a supply of blank forms for the preparation of muster rolls and other required reports; and, for the Paymaster, to receive funds and pay them to the troops.(22)

Lacking from this description of duties were such personnel management functions as procurement and assignment of officers and enlisted men. These duties remained the direct responsibility of the Commandant, who supervised the recruiting system and the admission of the few officers appointed each year. The Commandant also assigned officers to duty stations, while the Commanding Officers of Marine Barracks gave detailed assignments to the enlisted men provided their respective commands.(23)

An administrative staff of from three to five officers, although insignificant by comparison with modern staffs, was all that was needed by the tiny Marine Corps of the 19th Century. The peak strength of the Corps before the Spanish-American War, achieved in 1865, was only 3,860 officers and enlisted men. Up to this time, national military policy had been for wars to be fought by improvised armies of hastily raised volunteers with little or no prior military preparation, so a planning staff at Headquarters had not been needed.

For over a hundred years, the duties and functions of the Marine Corps staff were not enumerated by statute, as, apparently, the Congress assumed that these duties were understood. The first statutory mention of a staff department within the Marine Corps was made in the Act of 3 March 1899, commonly referred to as the Navy Personnel Act, wherein the term "Paymaster Department" was used. This Act provided that the staff of the Marine Corps was to consist of one Adjutant and Inspector, one Quartermaster, and one Paymaster, each with the rank of colonel; one assistant adjutant and inspector, two assistant quartermasters, and one assistant paymaster, each with rank of major; and three assistant quartermasters, each with rank of captain.(24) Vacancies were first filled by promotion within the respective departments (as the offices now became generally known) and then by selection of captains or above with over ten years service. Only in considering officers to become assistant quartermasters was the rank requirement lowered to that of first lieutenant. The appointments made in the staff departments under the provisions of this Act made no changes in the general assignments of the respective staff officers; they continued to perform duty either at Headquarters or at subordinate administrative offices. All duties of the staff offices at Marine Corps posts and with troops in the field continued to be performed by line officers.

The Staff in Transition, 1900-1920

The emergence of the United States as a world power following the Spanish-American War extended national interests over many areas of the globe, giving rise to a greatly expanded employment of Marines. Beginning in 1900, hardly a year passed without Marine forces intervening in some foreign country in

support of our national policy. China, Panama, Cuba, Nicaragua, Mexico, Haiti, and Santo Domingo were the scenes of Marine operations of from battalion to brigade size by the time the United States entered World War I. The Marine Corps also took on the mission of seizing and defending the advance bases required to coal and repair ships of our new steam-powered Navy.

In facing these new responsibilities, the Headquarters staff did not remain static, but when change first occurred, it was outside the staff departments in what came to be called the "immediate Office of the Commandant." The initial step was taken in 1902, when an officer was assigned to Headquarters as aide-de-camp to the Commandant. He was to be the nucleus for staff expansion in the Office of the Commandant.

The next change in the organization and duties of the staff departments was brought about by the Act of 3 March 1903, which added to these departments one assistant adjutant and inspector with the rank of lieutenant colonel and two assistant adjutant and inspectors with the rank of major; one assistant quartermaster with the rank of lieutenant colonel and five assistant quartermasters with the rank of captain; and, one assistant paymaster with the rank of lieutenant colonel and one assistant paymaster with the rank of captain.(25). The Act provided for the filling of these billets in the same manner as provided in the Act of 1899. As a result of this enlargement of the staff, with each of three Headquarters staff offices now called a department in the statutes, staff officers were assigned to posts of the Corps and units in the field.

The next change of importance in the development of the staff was brought about by the Act of 13 May 1908, which provided further increases in the staff departments. Now, about half of the quartermasters were placed at posts or served with regiments, and the Paymaster's Department expanded by opening offices in New York and Philadelphia. The only representatives of the Adjutant and Inspector's Department outside of Washington were at San Francisco and Manila, where each assistant A&I acted in the traditional capacity of officers of their respective departments.

By 1911, Marine Corps growth, with its attendant responsibilities, convinced Major General Commandant Biddle of the need for the assistance of a line officer of rank and experience, and in April of that year, Colonel Eli K. Cole was appointed to the Office of Assistant to the Commandant.(26) The duties of the new position, as recalled by the second officer to hold the position, were "...to assist the Commandant in coordinating the various activities at Headquarters, especially with reference to matters pertaining to military training, military education, and equipment of troops, with their organization, distribution, and assembly at embarkation points for expeditionary duty....In other words, an Executive Officer, or Chief

of Staff, had become necessary." (27)

During this same period, the Marine Corps merged the staff and line. In 1912, Marine Corps thinking challenged the position taken in 1847 that staff and line were incompatible. In recommendations to a Presidential economy and efficiency commission, the Commandant proposed amalgamation of the Adjutant and Inspector's Department with the line and the detail of line officers to perform adjutant and inspector duties on four-year tours.

This proposal was presented in legislative form the following year in a bill providing that as vacancies occurred in the Adjutant and Inspector's Department, they would be filled by officers from the line. In defending the bill before a Congressional committee, the Commandant stated his position as follows:

The duties assigned the Adjutant and Inspector's Department are so closely related to line duties that thoroughly satisfactory performance of these duties can only be gained by service with troops. Officers of this department are properly assignable as brigade adjutants; they are required to inspect troops both in the garrison and in the field, and these duties require technical knowledge that can only be gained by actual experience, and as with time conditions and methods change, it is almost impossible for a permanent staff officer to keep himself informed of changing conditions. (28)

According to Marine Corps thinking in 1913, the adjutant and inspectors constituted a military staff that should be differentiated from the quartermasters and paymasters comprising the administrative staff. While officers serving as adjutant and inspectors required general military knowledge and, therefore, should be integrated with the line, it was felt that the quartermasters and paymasters were concerned with the technicalities of supply and finance, which had no bearing on troop duty, and should be continued in separate specialist departments. (29)

Colonel Cole was relieved as Assistant to the Commandant on 2 January 1915 by Colonel John A. Lejeune, and it was during his tour in that office that Lejeune, who was later to reorganize the Headquarters, became acquainted with its many deficiencies. He had attended the Army War College in 1906, and he was familiar with the theory of general staff functioning. Lejeune realized the need for an organization to assist the Commandant in administering the current affairs of the Marine Corps efficiently and in preparing it for the future. As an example, in the highly important department of war planning, work was carried out by a makeshift staff consisting of the

Assistant to the Commandant and the three captains assigned as the Commandant's aides.(30)

This small planning staff was not able to develop all the plans required for the mobilization and expansion of the Marine Corps resulting from the entry of the United States into World War I. "There were no definite plans for the procurement of personnel or material except a general policy to expand as much as possible and get into the war wherever there was an opportunity,"(31) reported a Marine staff officer after the war. This was but partly the result of too few planners. It also reflected a failure on the part of the Marine Corps to anticipate the requirements that would be imposed on it by participation in the European War. This Marine Corps failure, in turn, reflected that fact that the Navy Department in prewar years had not assigned the Marine Corps a war mission of the size or character which actually developed after war was declared.

In the field, Marine Corps staffs of the expeditionary forces dispatched overseas differed little from that of Colonel Henderson's regiment in the Florida Indian Wars three quarters of a century before. Field staffs were still composed of the adjutant, quartermaster, and paymaster. This organization was employed for expeditionary forces ranging in size from an independent battalion to a brigade. Subordinate unit staffs, however, usually did not include all three staff officers. Regimental staffs within brigades usually did not include a paymaster and occasionally omitted the quartermaster, while battalion staffs within a regiment normally contained only an adjutant.

Proposed staff legislation submitted in 1913 was not acted upon by the Congress, and in the next three years, the Marine Corps position on the staff shifted to the view that the duties of all staff departments were military in nature. For the best results, it was felt that Marine officers, especially in the higher grades, should be experienced in both staff and line duties. This integration, in addition, would eliminate the difficulties arising from separate promotion lists.(32)

By 1916, the staffs of Marine expeditionary forces had begun to expand. The 1st and 2d Marine Brigades, serving in Haiti and Santo Domingo, respectively, in addition to the usual staff officers, had intelligence officers on their staffs, while the 1st Brigade staff contained a signal officer and the 2d Brigade staff a chief of staff.(33) In view of such staff expansion in the field and changed staff manning concepts at Headquarters, a further legislative proposal was submitted to the Congress.

This proposal, enacted on 29 August 1916, provided that vacancies in staff departments in ranks below that of colonel should be filled by line officers detailed for four-year tours. The reasons given by the Commandant for again changing to the detail system of assigning staff officers were that there was no way to eliminate unsuitable officers from the staff who might have been excellent line officers previously, that the flow of promotion in permanent staff departments was necessarily very irregular, that the detail system would make for a more harmonious whole, and that the experience of line officers on temporary staff duty would be broadening and make them more suitable for higher commands. In the grade of colonel and above, vacancies would be filled by an officer holding a permanent commission in the staff department in question, if available. The Act of 1916 further provided that total commissioned personnel of the staff departments should not exceed eight per cent of the commissioned strength of the Marine Corps, with one-fifth of the staff department allotment assigned the Adjutant and Inspector Department, one-fifth to the Paymaster Department, and three-fifths to the Quartermaster Department.

(34)

Guidance of the Marine Corps war effort became the responsibility of the administrative staff departments and the Assistant to the Commandant and his small working group. They supervised a more than five-fold expansion of the Marine Corps from 13,725 to 75,100 officers and enlisted men and women. They dispatched four regiments to France, maintained an advance base force of brigade size, provided expeditionary forces in the Caribbean, and furnished security detachments and sea-going Marines for the Navy.

Marine service in France in World War I as part of the American Expeditionary Forces caused a major change in Marine Corps staff development. The old administrative staff concept had proved to be inadequate for the Marine expeditionary forces operating in Latin America, as it had for Marine units in previous wars. The same judgement had been true for the Army staff systems after which the Marine Corps system was patterned. The Army's World War I staff system, specially developed to meet the conditions of modern war, was now to be the model for a new staff organization in the Marine Corps.

When the Commanding General, AEF, arrived in France, he was confronted with problems far greater than those normally facing a theater commander. He also had the job of determining how the new American Army, then being mobilized, was to be organized and directed. A key aspect of the organizational problem was the staff.

After a study of the British and French Army staffs, as developed through three years of combat experience, the Commanding General, AEF, adopted a system patterned upon the French staff. At the top level, this was the general staff system still employed in the United States Armed Forces. It was a functional staff composed of the G-1, Personnel; G-2, Intelligence; G-3, Operations; G-4, Supply; and G-5, Training. In addition, there was a special staff of technical and administrative officers who assisted in carrying out the plans of the general staff. The same staff organization, with the exception of the G-5 whose duties came under the G-3, was present in field armies. Corps and division staffs had only three parts, the first combining personnel and supply; the second, intelligence; and the third, operations and training. Infantry brigade staffs consisted of only an adjutant and three liaison officers and aides. At regimental level was a functional executive staff, including a personnel officer, an operations and training officer, and an additional officer whose duties were not specified. Battalion staffs were made up of two lieutenants, one designated as intelligence officer and the other assigned no specific duties.(35)

This Army staff system became thoroughly familiar to Marines serving in the AEF. It was employed by the 4th and 5th Marine Brigades, as they were organized under AEF tables of organization. While brigades were the largest Marine units to serve in France, individual Marines learned the functioning of the staff at division level through assignments to Army units. A Marine general commanded the 2d Infantry Division, while other Marines served on its staff from time to time. That this staff system proved useful for Marine purposes is attested to by the fact that Marine Corps staff development in the postwar period was based on the staff of World War I.

Introduction of the Modern Staff

The years immediately following World War I saw the introduction into the Marine Corps of the staff system which, in essence, is still in effect today. At Headquarters, reforms were introduced to rectify the inadequacies in staff organization made apparent during World War I. On 19 December 1918, the Commandant established the Planning Section, with a mission including "...all matters pertaining to plans for operations and training, intelligence, ordnance, ordnance supplies and equipment."(36) Composed of three officers, the new section was placed in the Office of the Commandant under the direct supervision of the Assistant to the Commandant.

Little change had taken place in the staff departments since the Congressional Act of 1916 had gone into effect except that considerable increases had been made in the number of warrant officers allotted to the staff departments, especially

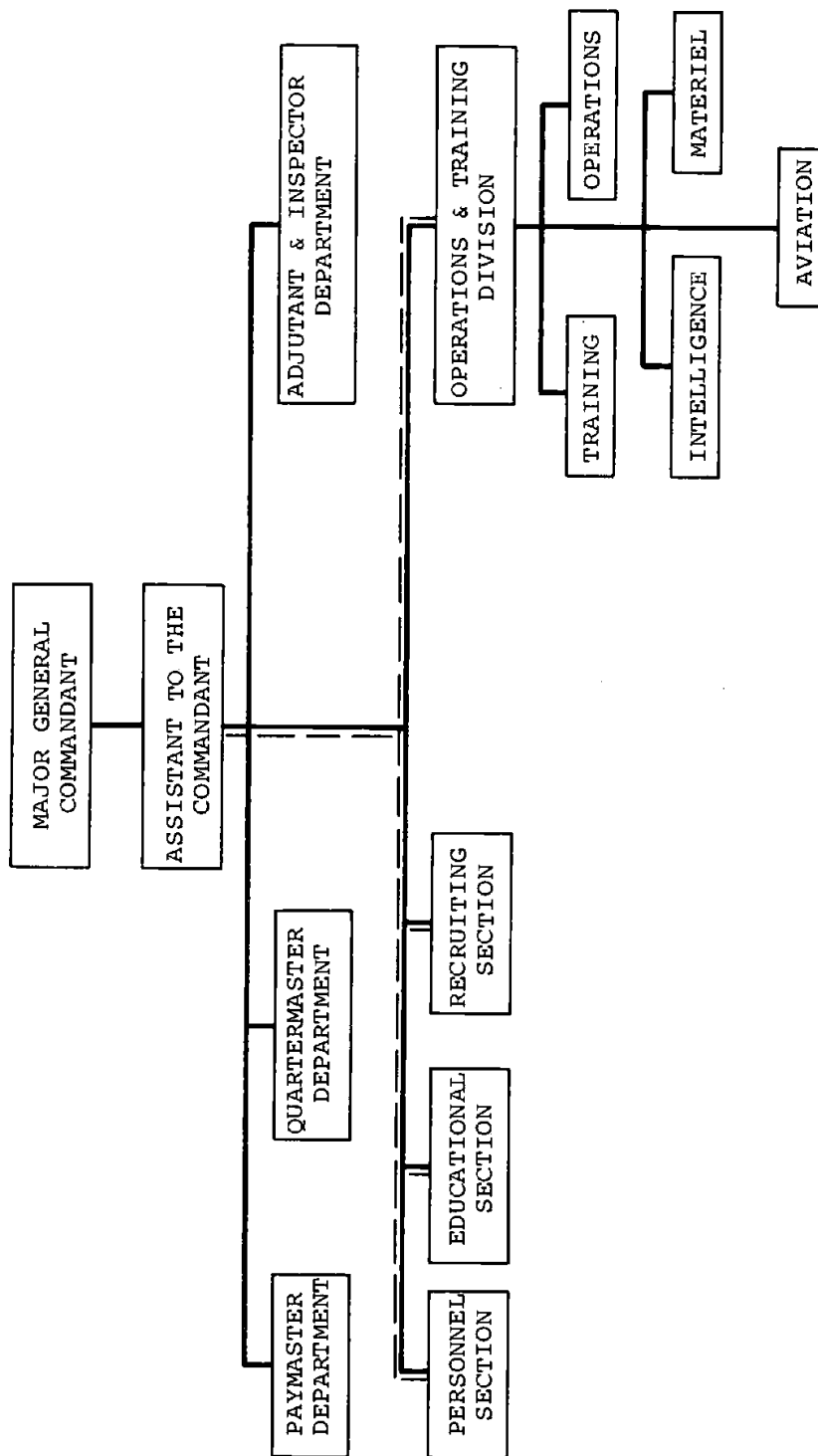
in the case of the Paymaster's Department. Permanent enlisted personnel, with appropriate ranks, had been added to the various departments, while the number of civilian personnel assigned to the departments had increased considerably.

The Congressional Acts of 11 July 1919 and 4 June 1920 provided for a Marine Corps of 27,400 officers and enlisted men. To coordinate and administer this postwar Corps, the Commandant, in a Marine Corps Order of 1 December 1920, reorganized the Headquarters staff. (Chart 1). The Planning Section was expanded into the Division of Operations and Training, composed of Operations, Training, Military Education, Military Intelligence, and Aviation Sections. The Division, although not exactly the same, performed functions "...similar to those of the General Staff of the Army and...Office of the Chief of Naval Operations." (37) Although it was not organized according to the numbered system employed by major field commands, the Division of Operations and Training, nevertheless, was divided into functional subdivisions, encompassing operations, intelligence, training, and logistics, such as were found in the field-type staff. There was no personnel section, however, and the Aviation Section was an organization not found in executive staffs of major field commands. Staff organization for the control of aviation matters was complicated by the fact that the officer in charge of Marine Aviation served both the Commandant of the Marine Corps and the Chief of Naval Operations. As first organized in 1919, the Marine Aviation Section was directly under the control of the Director of Naval Aviation in the Office of the Chief of Naval Operations. The duties of the Marine Aviation Section included supervision of recruiting, training, personnel, and logistical matters pertaining to aviation. Although it was located in the office of the Director of Naval Aviation, the Marine Aviation Section was nominally responsible to the Commandant. Now, however, it was moved to Headquarters. (38)

Among the functions assigned the Division of Operations and Training was that of the preparation of Marine Corps War Plans, but as the Division was originally organized, personnel to carry out that function were lacking. Progress made by the Army and Navy in war planning, through such agencies as the Joint Board, led Marine officers to realize that, without adequate internal war planning, the Marine Corps would be left out in joint war plans. As a result, the War Plans Committee, operating directly under the Commandant, was organized on 14 November 1924, to later become the War Plans Section of the Division of Operations and Training. (39)

By this reorganization, the Commandant also created the Personnel, Recruiting, and Educational Sections. Their function was to relieve the Commandant and his immediate aides of what had become an unmanageable burden of routine administration. (40)

CHART 1: HEADQUARTERS, U. S. MARINE CORPS, 1 DECEMBER 1920
 (Derived from HEADQUARTERS MEMORANDUM of above date.)



— — Special cognizance

The specific duties of the Personnel Section included officer procurement, the detail of officers and men to various duty assignments, furloughs, leaves of absence, medical surveys, and transportation on board naval transports. The Recruiting Section took charge of recruiting and the recruiting service, while the Education Section was responsible for all non-military education, including the Marine Corps Institute and post schools.(41)

The principle of functional simplicity was not observed by the creation of these new staff agencies. For example, there were now three separate agencies dealing with personnel administration. The Adjutant and Inspector's Department continued to keep records of officers and enlisted men and to make necessary personnel reports.(42) The Recruiting Section supplied enlisted men, and the Personnel Section supplied officers and handled the distribution and assignment of personnel.

In the field, the reorganization paralleling that of Headquarters took the form of a functionally organized executive staff, combined at the higher levels with a staff of technical experts.

The term "executive staff" was first introduced into the Marine Corps in 1922, with a meaning similar to the Army term "general staff with troops." According to the Army Reorganization Act of 4 June 1920, its duties were as follows:

The duties of the general staff with troops shall be to render professional aid and assistance to the general officers over them; to act as their agents in harmonizing the plans, duties, and operations of the various organizations and services under their jurisdiction, in preparing general instructions for the execution of the plans of the commanding generals, and in supervising the execution of such instructions.(43)

The executive staff, according to a Marine Corps definition, was "that body of assistants to the Commanding General of a Force or Independent Brigade of Marines which coordinates the work of the Administrative, Technical, and Supply Staffs, and of the Troops; and which composes and issues the detailed orders by which the decisions of the Commanding General are communicated to the troops."(44)

The tables of organization of 1922, which first provided for executive staffs in the Marine Corps, specified that an independent brigade rated a staff made up of B-1, personnel; B-2, intelligence; B-3, operations and training; and B-4, supply. A brigade which was part of a larger unit, however, used the World War I-type staff in which personnel and supply were combined. Infantry regiments, as part of a brigade, had

a staff similar to that of an independent brigade, except that the four numbered sections were designated R rather than B. Independent infantry regiments had these same staff positions as did independent infantry battalions, but without the numerical designations. Within a regiment, battalion staffs at first lacked a supply officer, but this deficiency was remedied by 1925. By 1936, however, the four section staff had been adopted for all units in the Marine Corps from battalion through brigade level. (45)

The four section executive staff was first provided for divisions in a planning table of organization in 1925. This table also provided for a special staff. Included under the title "Administrative Staff" were adjutant, inspector, quartermaster, pay, medical, chaplain, postal, and legal sections. All of these but the postal section were introduced into the brigades as an administrative staff in 1936. A four section executive staff and an administrative staff, including all of the above sections plus shore party and transport quartermaster sections, were provided for each of the divisions organized in 1941. The division executive staff was responsible for directing and coordinating the technical specialists of the special staff, whose functions were to give advice in their respective specialties. Special staff officers could always appeal to the chief of staff if differences with executive staff officers became irreconcilable. (46)

A sign of the growing specialization in the Marine Corps was the appointment to the Headquarters staff of an officer in charge of publicity, on 3 September 1924, to "have charge of all publicity in connection with recruiting." (47) The Marine Corps had been publicity-conscious since 1907, when a publicity bureau was opened in the Chicago recruiting office. Organized publicity as an aid to recruiting was given a further boost in 1911 with the establishment of the Marine Corps Recruiting Bureau, and in 1924, the Commandant recognized the importance of publicity to the Corps by assigning a public relations officer to his staff. (48) In 1933, a Publicity Section was established in the Adjutant and Inspector's Department "to handle all press matters in which the Marine Corps is interested, presenting to their representatives legitimate, interesting, nonsensational news items." (49) With the build-up of the Marine Corps which followed the outbreak of World War II in Europe, public relations became more important, leading to the establishment of the Division of Public Relations in the Office of the Commandant on 9 July 1941. The mission of the division was to take responsibility for "all public relations and publicity, including publicity for recruiting." (50)

Another type of staff organization was added to Headquarters in 1925 when the Reserve Section was organized as an independent entity in the Office of the Commandant. Prior to that, reserve functions had been distributed to appropriate staff

agencies, but the passage of the Reserve Act of 1925 led to the concentration of reserve affairs in a single staff agency. Its functions included procurement, instruction, training, discipline, and distribution of reserves and the preparation of the Marine Corps Reserve budget. The Director of Reserve, as advisor to the Commandant on reserve matters, played a major role in the determination of Marine Corps policy for the Reserve. With responsibility for the several functions under reserve affairs, the Reserve Section gradually became a major component staff agency, and, in 1937, it was elevated to division status.(51)

While the line administrative departments remained substantially unchanged during the period between World War I and World War II, there was one major, if unsuccessful, effort at reorganization. As early as 1907, the merger of the Paymaster and Quartermaster Departments had been proposed, and, in 1932, the idea was revived by the General Board of the Navy. This proposal was a depression-inspired economy move, as encouraged by the Economy Act of 1932 to "group, coordinate, and consolidate executive and administrative agencies of the government...."(52) The main purpose of the merger was to concentrate all disbursing activities in a single agency, while attaining a savings in personnel.(53) A plan to merge the departments was prepared by the Paymaster, approved by the Commandant and finally approved by the Secretary of the Navy on 6 March 1934. A draft of an executive order embodying the measure was sent to President Roosevelt via the Bureau of the Budget, where, apparently, it was buried.(54)

In November 1941, this same merger proposal was to be revived by the Commandant, who appointed a board to study the problem and make recommendations. The board disregarded the earlier arguments of the Paymaster as to the advantages of concentrating responsibility for all disbursing activities in a single agency and recommended against merger. No appreciable economy would be affected, the board reported, while the centralization that would result was undesirable at a time when rapid expansion of the Marine Corps called for decentralization of administration.(55)

On 1 April 1936, the Aviation Section achieved division status under a Director of Aviation, who became the principal advisor to the Commandant on aviation matters. The functions of the Division remained substantially as they had been since the establishment of the Aviation Section of the Division of Operations and Training in 1920.(56)

A step towards staff simplification came on 1 June 1937, when the newly established Personnel Division absorbed the Recruiting Section and took over its functions.(57)

The similarity of the Headquarters staff to a general or executive staff organization increased with the redesignation of the Division of Operations and Training as the Division of Plans and Policies on 21 April 1939. Popularly known as "Pots and Pans," the new Division retained the same subdivisions as the old with the standard number designations of a general or executive staff, but designated "M" rather than "G." Under the supervision of a Director, the Division contained the standard M-1, Personnel; M-2, Intelligence; M-3, Training; and M-4, Supply and Equipment Sections and an M-5, War Plans Section, which was to be abolished in the fall of 1941, with M-5 functions being absorbed by M-3.(58) (Chart 2).

As the planning agency of the Marine Corps, the Division of Plans and Policies received "for study and recommendation any matters requiring planning." Proposed "exceptions to and necessary changes in existing policy or doctrine" were also referred to the Division.(59)

The Division of Plans and Policies, like its predecessor, possessed the planning and policy functions of a general or executive staff; however, it did not exercise any coordination or supervision of the administrative staff. Rather than a true general staff, the Headquarters staff became a composite staff. The policy and planning staff recommended what actions should be taken, while the administrative staff implemented policy as determined by the Commandant.

The administrative staff, also, expanded to meet growing requirements brought about by Marine Corps participation in World War I. Its expansion, however, was carried out by adding new staff agencies to the Office of the Commandant. The old-line administrative departments did not acquire new responsibilities.

After 20 years of development, the Marine Corps staff system, comprising an executive and special staff in the field and a combined planning, administrative, and major component staff at Headquarters, was about to undergo its severest test. On 7 December 1941, the Japanese attack on Pearl Harbor brought the United States into World War II.

World War II

Marine Corps staff organization, both in the field and at Headquarters, was proved to be basically sound during World War II. The principal change in the staff was to be in the special staff of field units which would reflect the growing complexity of warfare by adding specialist sections.

The formation of amphibious corps and Headquarters, Fleet Marine Force, Pacific led to no major change in staff organi-

zation, with the division-type staff being adopted for both higher level staffs. The special staff of such higher commands, however, varied somewhat from that of divisions. At Iwo Jima, for instance, V Amphibious Corps headquarters included the special staff sections of air, artillery, engineer, headquarters commandant, liaison, LVT, medical, naval gunfire, ordnance, public relations, signal, shore party, and transport quartermaster. (60)

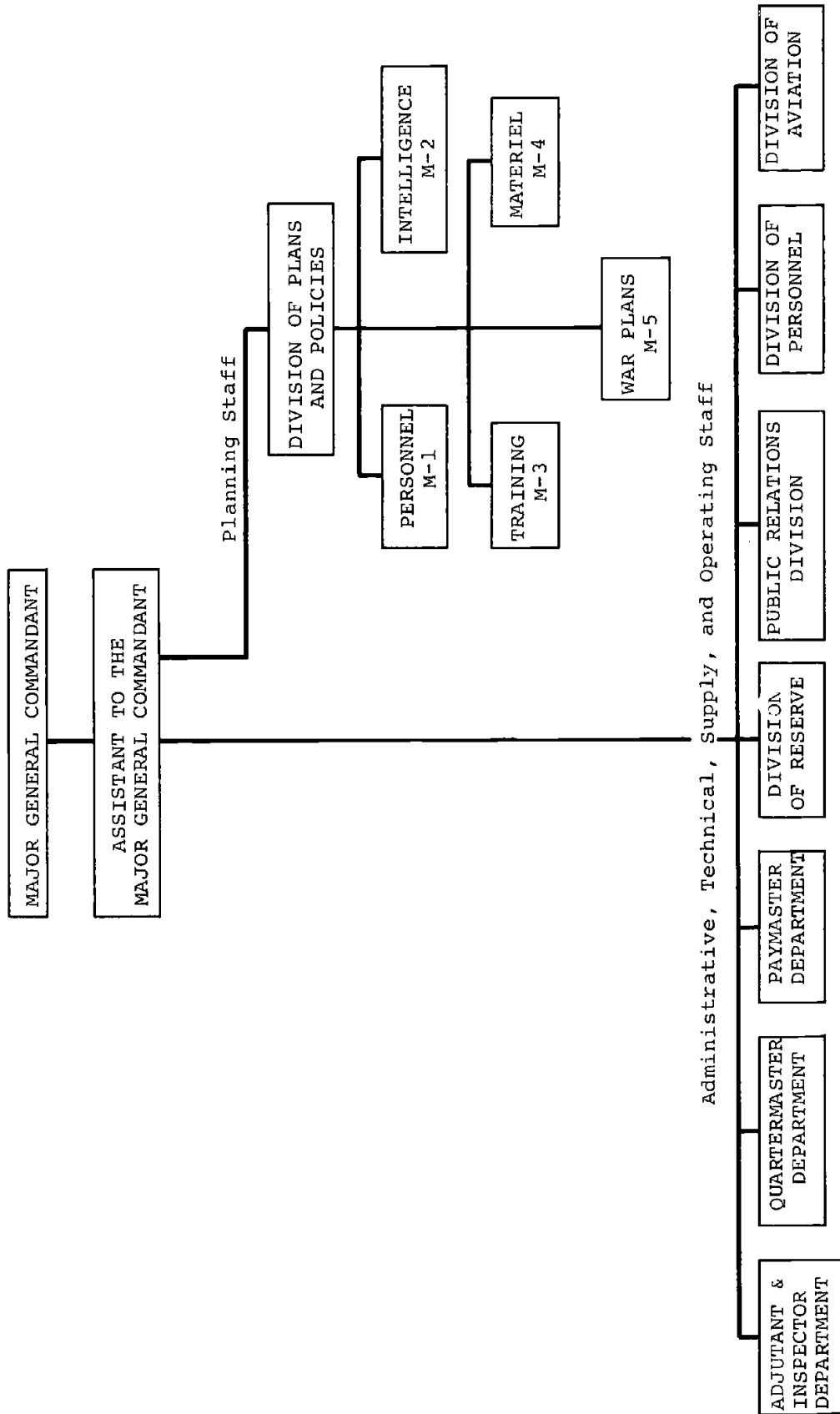
At Headquarters Marine Corps, a constant struggle went on to maintain the principle of functional organization as the staff grew to meet its increasing wartime responsibilities. The Division of Plans and Policies expanded at first by adding Gunnery and Communications Sections. The Gunnery Section, organized on 9 January 1942, took over some of the functions formerly performed by the Artillery sub-section of M-3 and the Target Practice Section of the Adjutant and Inspector's Department. (61) This move resulted in the consolidation of the planning and supervision of all weapons training, artillery organization, and recommendations (as concurred in by M-4) in the Gunnery Section, while the Target Practice Section retained responsibility for the keeping of qualification records and target practice reports, issuance of qualification orders and insignia, and preparation of statistical data. (62)

The Communications Section of the Division of Plans and Policies was made responsible for planning and policy in respect to signal training, organization, and materiel. In addition, the Section performed such administrative functions as the detail and assignment of communications personnel. (63)

The establishment of the Gunnery and Communications Sections of the Division of Plans and Policies concentrated responsibility for those subjects in single organizations, but it also tended to break down the functional organization of the Division of Plans and Policies as a whole. No longer were all personnel policy and planning matters the concern of M-1, intelligence matters of M-2, operations and training of M-3, and materiel of M-4. The Communications and Gunnery Sections cut across these functional lines, combining functions of some or all of the numbered sections. As this became fully apparent, the overriding concept of functional organization brought about the breaking up of the Gunnery and Communications Sections on 15 March 1944, and their functions were again distributed among other sections of the Division. (64)

It was at this time that the Training Section, M-5, was established to meet the need for "active supervision and coordination of all phases of Marine Corps basic and advanced training, including continuous contact by this Headquarters with field organizations to insure that training is in phase with, and is designed to meet field and other Marine Corps operational requirements." The M-5 Section was given responsibility for

CHART 2: HEADQUARTERS, U. S. MARINE CORPS, 1 AUGUST 1941



all training activities of the Marine Corps except that conducted by combat organizations, that of aviation, paymaster, mess management, quartermaster, post exchange, and classification personnel, and that of indoctrination of warrant officers of the Personnel Department.(65)

With the formation of the M-5 Section, the Division of Plans and Policies consisted of five sections, each responsible for a broad function. The tendency to cut across these functional lines by setting up additional sections encompassing some of the functions of these five sections was not entirely stopped. By the same order establishing the M-5 Section and abolishing the Communications and Gunnery Sections, a Mess Management Section was set up. Its duties included supervision of personnel assignment, promotion criteria, training, standard menus, and food conservation; it was placed under an independent section because "Mess Management involves duties which cannot at this time be economically incorporated into other sections."(66)

The administrative staff organization proved to be only partially adequate to meet the pressures of directing the Marine Corps in wartime. The Quartermaster's and Paymaster's Departments met the test of mobilization well. Each expanded its personnel by more than 300 per cent, and both organizations successfully discharged their functions. In the Quartermaster's Department, all divisions added sections, while the several sections of the Supply Division each became independent divisions. In the Paymaster's Department, an Allotment Division was added, and the other divisions were expanded.(67)

The staff agencies responsible for personnel administration did not fare so well. Responsibility for this area was split between the Adjutant and Inspector's Department and the Divisions of Reserve and Personnel, resulting in considerable inefficiency through duplication of effort.

Expansion of the Marine Corps, as the United States moved into active participation in World War II, led to the call-up of the Organized Marine Corps Reserve, leaving the Division of Reserve little to administer. The decision to expand the Marine Corps, however, resulted in the Division becoming primarily an officer procurement agency.(68)

The Commandant recognized the need for the reorganization of the Headquarters staff and requested the Navy Department Management Engineer to survey the Headquarters and to make recommendations for improvement. The Management Engineer began his survey on 6 August 1942 and completed his study on 14 January 1943. He recommended creation of a new department to include all personnel administrative functions. At the request of the Commandant, the Secretary of the Navy asked the Congress for the necessary legislation, and on 1 May 1943, the Personnel Department was organized. Absorbed by the new department were

the Adjutant and Inspector's Department and the Divisions of Personnel and Reserve.(69)

Another change in Headquarters staff organization was the establishment of the Administrative Division on 1 July 1943 in compliance with an order of the Secretary of the Navy to "consolidate all military and civilian personnel functions into one organizational unit." (70) Previously, the major units of the Headquarters staff had performed their own personnel services. The administration of the civilian personnel program and the control and placement of enlisted Marines within the Headquarters was assumed by the new Division, in addition to such services as the issuing of bulletins and memoranda, the allocation of parking spaces, and records management.(71)

A major staff organization problem at Headquarters during the rapid expansion of the early war years was the separation of policy and planning from administration. The Division of Plans and Policies, a policy and planning staff, tended to become involved in the administration of specialist personnel. In June 1943, the Director of the Personnel Department pointed out to the Commandant the inconsistency in assignment of such duties to the Division of Plans and Policies, especially as the Personnel Department had just been established to concentrate all personnel administration in a single agency. As a result, the Commandant directed that all routine administration of specialist personnel be turned over to the Personnel Department.(72)

With the absorption of the Division of Reserve by the Personnel Department, only the Division of Aviation remained as a major component staff agency of the Headquarters staff. At the beginning of the war, the Division was organized functionally into a Regular Personnel Section, a Reserve Personnel Section, an Administrative Section, and a Materiel Section. The sections concerned with personnel and materiel dealt with both policy matters and administration. By August 1942, the pressures of wartime expansion led to a reorganization of the Division of Aviation into Personnel, Intelligence, Operations and Training, Materiel, Supply, and Administrative Sections. In December 1943, the Supply and Materiel Sections were merged to give the Division a normal functional organization.(73)

The Headquarters staff, as it developed during World War II, was organized both vertically and horizontally. Vertically, it was divided by major function--personnel, intelligence, operations, training, and logistics. Each of these functional divisions was subdivided horizontally to separate policy and planning agencies (those who recommended actions to the Commandant) from administrative agencies (those who implemented policy). This vertical/horizontal pattern was not strictly adhered to, but as the Headquarters staff organization was modified from time to time, such reorganizations tended to fit

generally within it. (Chart 3)

A proposal for drastic reform in the Headquarters staff was made on 30 June 1944. As the result of a study directed by the Commandant, the Director of the Division of Plans and Policies recommended a reorganization of the Headquarters based on a general staff system. Although the Headquarters staff had directed the mobilization and movement overseas of combat forces in World War II with no major breakdown or dislocation of Headquarters operations, there was still room for improvement. The Director wrote that "Careful study and practical experience unite to give the strongest indication that Headquarters Marine Corps is not achieving maximum contribution to the prosecution of the war." (74)

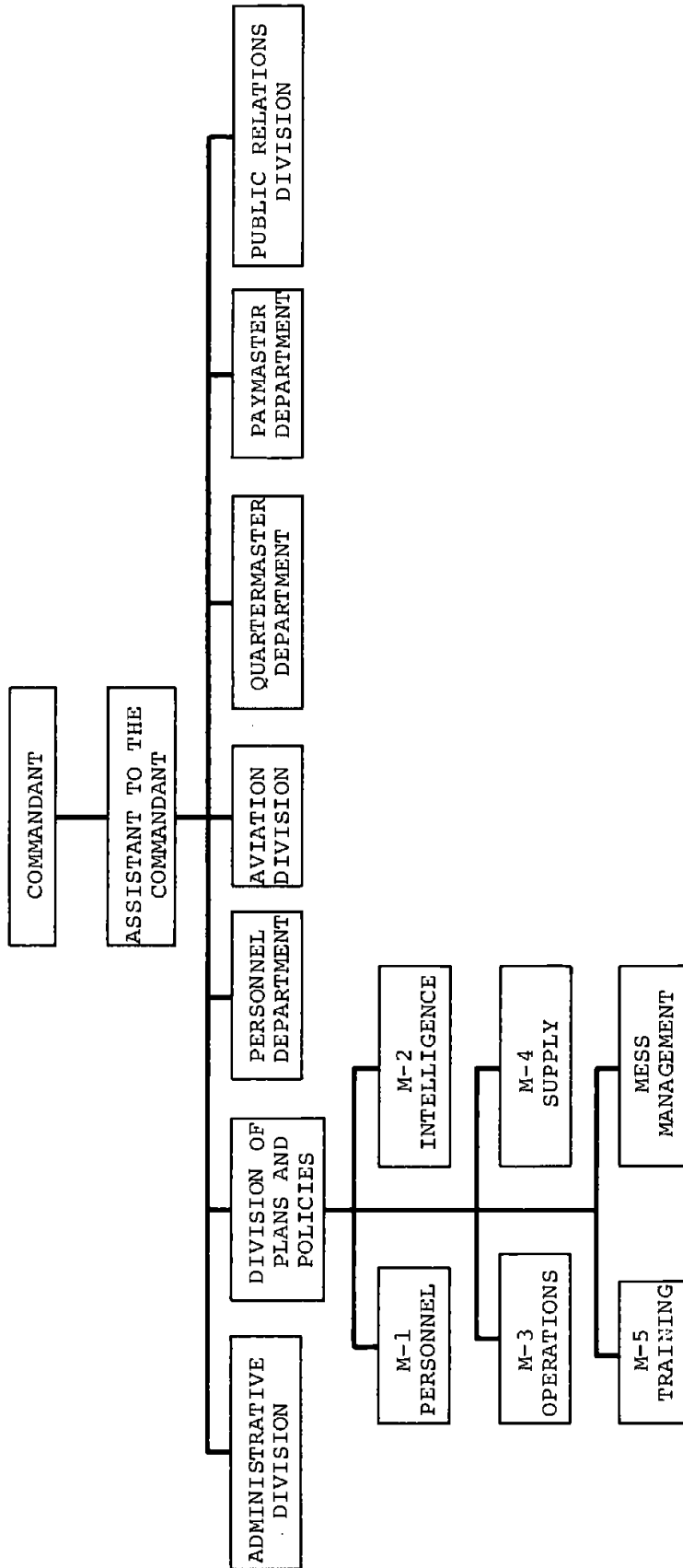
The shortcomings of Headquarters could be traced to faulty organization. The Director of Plans and Policies noted three particular deficiencies: 1) supervision was inadequate because the Commandant lacked a subordinate agency to assure that decisions were carried out; 2) coordination was lacking because of the loose-knit organization, wherein there was much overlapping and duplication of effort; and, 3) information, particularly of the overall monetary picture, could not be obtained from the existing staff organization.

The system of organization recommended for the Headquarters was a modified version of the familiar combination of general and special staff employed in major combat units. It included a general staff made up of personnel, intelligence, operations and training, and supply and materiel subdivisions and a special staff comprised of technical specialists and administrative service agencies, with the two staffs being directed and coordinated by a chief of staff.

The existing staff at Headquarters had in the Division of Plans and Policies some elements of a general staff. That Division, however, was primarily a planning agency. The proposed plan would substitute for the Division of Plans and Policies a general staff with power to supervise and coordinate the special staff agencies--a power denied its predecessor. A certain amount of reshuffling of the administrative staff agencies was also proposed in order to set up a special staff.

This recommendation for the major reorganization of the Headquarters staff failed to meet the approval of the Commandant either in the summer of 1944 or when it was resubmitted in greater detail in November 1945. (75) General Vandegrift recognized the deficiencies in the organization of the Headquarters staff, but he felt that an untried system should not be adopted in wartime. The existing staff structure was working well, on the whole, in spite of its faults. (76)

CHART 3: HEADQUARTERS, U. S. MARINE CORPS, 1 JULY 1944



By the spring of 1945, the training load at Headquarters had eased to the point where a special staff section for that activity was no longer needed. The M-5 Section, accordingly, was abolished on 9 May, with its functions being absorbed by the M-3 Section. (77)

In the field, division special staffs now included adjutant, artillery, auditor, chaplain, chemical, engineer, inspection, legal, medical, ordnance, provost marshal, and transport quartermaster sections. In June, the term "general staff" was substituted for "executive staff" at brigade level and above. (78)

On 14 August 1945, the Inspection Division, headed by the Inspector General, was established at Headquarters with the mission of "making such inspection, investigations, and reports as may be directed by the Commandant; and assisting commanders and other members and employees of the Marine Corps in the performance of their duties, supplying information when appropriate, and suggesting to them ways and means of improving conditions." (79)

The Headquarters staff ended the war in much the same form as it had when the war began. Function remained the basis for organization and, actually, had been reinforced by the creation of the Personnel Department and by the abolition of the Gunnery and Signal Sections in the Division of Plans and Policies. The broad functional areas continued to be divided between planning and administrative agencies, and, in the Division of Aviation, a major component agency was still present on the staff.

Postwar Adjustments, 1946-1952

The end of World War II brought readjustments in both the planning and policy and administrative staffs of the Headquarters. Since 1941, when officers entering the Marine Corps were predominantly reserves, the Division of Reserve had been engaged chiefly in recruiting and training these officers. With the termination of the wartime reserve officer programs about 1 July 1946, the Marine Corps began rebuilding its reserve components. On that date, the Division of Reserve was separated from the Personnel Department and became an independent division of special staff character. The mission of the new division was to advise the Commandant on reserve matters, to carry out his policies in regard to reserve affairs, to maintain liaison with other staff agencies, to keep abreast of legislation concerning the Reserve, to prepare reserve budget estimates, and to keep military records of all reserve personnel. (80)

Another readjustment to peacetime conditions was the establishment of the Strategic Plans Section of the Division of Plans and Policies. In origin and mission, this Section was similar to the M-5 War Plans Section of prewar days, for both had the mission of making strategic studies and preparing war plans required of the Marine Corps. As was the case with its predecessor, the Strategic Plans Section came into existence when the burden of strategic planning became too much for the other sections of the policy and planning staff to handle.

A notable improvement in the Headquarters staff organization was accomplished by the merger of the Quartermaster and Paymaster Departments to form the Supply Department on 16 July 1946. As in the original proposal of 1932, the purpose of this consolidation was to establish "one department to handle all matters concerning supply and disbursement," thereby eliminating "the anachronism of the two separate departments handling related items." (81) The opportunity for this consolidation had been provided by the passage of the Reorganization Act of 1945, which called for "increasing efficiency, reducing expenditures, and facilitating orderly transition from war to peace" by regrouping, consolidating, and coordinating government agencies. (82) The Commandant, on the recommendations of the Director of the Division of Plans and Policies and the M-4, advised the Secretary of the Navy that the merger of the two departments was the only action the Marine Corps could take to achieve the purposes of the Reorganization Act. Upon the Secretary's approval of the consolidation, the Commandant appointed a board to work out the details of implementation. (83)

These staff reforms generally increased the efficiency of the Headquarters, but other changes tended to break down the principle of functional organization which had set the pattern of staff development since the early 1920s. The creation of an independent Division of Recruiting on 1 July 1946 deprived the Personnel Department of responsibility for the procurement of enlisted men and divided responsibility for personnel administration. (84) A similar development took place in the Division of Plans and Policies, with the forming of Engineer, Communications and Electronics, Research and Development, and Tank, Amphibian Tractor, and Anti-mechanized Defense Sections. These Sections, with their plans and policies responsibilities for all matters in the fields indicated by their titles, assumed some of the functions on the numbered sections of the Division. (85) This resulted in a situation similar to that supposedly eliminated by the reorganization of 15 March 1944.

A step which did result in simplification of the staff occurred on 17 August 1946, when the Assistant to the Commandant became the Assistant Commandant. (86) According to the Annotated Statutes, the change in title was effected "to reflect the current title of the office" and did not involve a change in duties.

A Marine Corps General Staff

Further proposals to reform the Headquarters staff began as early as 1948 with the report of a board recommending an organization for an alternate Marine Corps Operational Headquarters to be set up in a protected location in the event of war. This would necessitate splitting the Headquarters staff. Inasmuch as the existing staff organization could not be readily split, proposals were advanced for reorganization of the staff in peacetime so that the staff would be ready to perform its wartime role.(87)

The essence of the reorganization plan proposed by the board was conversion of the Division of Plans and Policies into a general staff, along the lines proposed by the Director of the Division of Plans and Policies in 1944. Under this proposal, the M-1, M-2, M-3, and M-4 Sections of the Division would become the Directorates of Personnel, Intelligence, Operations and Training, and Logistics. To the Directorate of Personnel would be added the Research Unit of the Personnel Department, while the Directorate of Operations and Training would absorb the Special Planning Section of the Division of Plans and Policies. To avoid confusion, the Personnel Department would be redesignated the Adjutant's Division and would be made responsible for all personnel administration by also assuming the personnel detail activities of the Division of Aviation and the Supply Department.

Other changes proposed by the board would place the Military Secretary to the Commandant, the Executive Officer of the Director of the Division of Plans and Policies, the Headquarters Communications Office, and the Secret and Confidential Files in the Office of the Staff Secretary. The Office of the Fiscal Director would be separated from that of the Quartermaster General, and the legal and legislative activities would be combined into the Office of the Headquarters Commandant.

On 15 April 1948, the Assistant Commandant became Assistant Commandant and Chief of Staff, thereby making the incumbent both the Commandant's assistant and executive officer.(88)

The reorganization proposal of 1948, as described above, did not find favor, and two years later, the Division of Plans and Policies proposed another reorganization in Study Number 23-49. The recommendations in this proposal were justified by the current personnel limitations and the need for establishing a wartime alternate Headquarters. Like the plan of 1948, the new proposal called for the replacement of the Division of Plans and Policies by a general staff, while it would redesignate the Administrative Division as the Office of the Headquarters Commandant. A major difference in this proposal was the creation of seven new special staff sections of the type found in major field units, such as Artillery and Naval Gunfire, Engineer and

Shore Party, and so forth. The administrative departments and divisions would not be changed.(89)

Study Number 23-49 stirred up considerable opposition from the administrative departments and divisions of Headquarters directed primarily against the supervision to be exercised over them by the general staff. The Director of Personnel did not object to supervision of the "results...as reflected on the post or station level," but he was strongly opposed to "supervision over the working members of the various departments and divisions of the Personnel Department as this is deemed to be a function of the Director of Personnel and the heads of the various branches and divisions."

The Quartermaster General, in his nonconcurrence, objected to a general staff system because it "sets up in any organization, first, a favored few; second, the remainder who do the work and have no say according to their ability and experience....It develops the caste system." In addition, Study Number 23-49 charged both the general and special staff sections with so much detail that they could not function with the personnel provided.

The Director, Marine Corps Reserve feared that: "In the shaking down process which would be needed to place the general staff system into effect, each of the divisions and departments would be subject to piecemeal mastication to place them in the status of a special staff or service agency for the general staff." This subordination would result because the proposal provided no fewer than 19 staff officers with direct access to the Chief of Staff, who would of necessity "direct that the special staff and division and department heads clear their business through the general staff sections." Such a system of supervision by the general staff over the Marine Corps Reserve would be doomed to failure because of the lack of personnel with experience in reserve matters. "The net result would be that such supervision as is exercised would be done by the Director, Marine Corps Reserve, because no one else would have the time or personnel to do it. However, the persons not having the time or assistants to do the supervisory job would make the recommendations given most weight when the decision was being made."

The Director of the Division of Aviation, in opposing Study Number 23-49, proposed that the Division of Aviation be replaced by an Assistant Commandant (Air) (G-5) on the executive staff level. This proposal was justified on the basis of Navy experience in World War II, when a Deputy Chief of Naval Operations (Air) on the executive staff level proved to be necessary for overall planning and execution of the functions of the Navy air organization.

The Assistant Commandant reported to the Commandant that, in spite of the nonconcurrences, the recommendations of Study Number 23-49 were sound. Addressing himself to the criticisms, the Assistant Commandant pointed out that "supervision is one of the accepted functions of a staff....In the past, although its charter did not provide for it, the Commandant has relied in part on the Division of Plans and Policies to assist him by performing general staff functions of coordination and supervision....The exercise of these functions by Plans and Policies has often been misunderstood as unwarranted interference. I think if 'supervision' is understood to mean 'following through' there would be less objection." The Assistant Commandant offered two alternative proposals: 1) that Study Number 23-49 be implemented in principle as soon as general officers were available for G-1, G-3, and G-4; or 2) that the charter of the Division of Plans and Policies be broadened to include the functions of coordination and supervision.

A much more radical proposal for reorganization was offered on 27 July 1949 by the Special Marine Corps Logistics Service Board. After a study of the Marine Corps supply and personnel systems, this board concluded "that there should be a single Marine Corps logistic service in which there would be continuity and standardization of logistic functions extending from basic procurement sources down to and including the using organizations." (90) To establish such a logistic structure, the board recommended a reorganization of Headquarters doing away with the separation of planning and policy functions from routine administrative functions, a separation basic to staff organization since 1920. The reorganized staff would include a Division of Materiel and Service made up of the G-4 of the Division of Plans and Policies and the Supply Department, a Division of Personnel made up of the G-1 of the Personnel Department and the Division of Recruiting, and the Division of Operations and Training made up of the G-2 and G-3. The Divisions of Reserve and Aviation would be replaced by Deputy Chiefs of Staff for Reserve and Air, with the functions of the two Divisions being distributed, as appropriate, to the three new staff divisions.

In refusing to concur with the Logistics Service Board report, the Director of the Division of Plans and Policies stated he could not agree with a system that refuted "a principle the validity of which has been repeatedly proved over a period of more than 50 years," namely, that planning agencies should be separated from those charged with execution. In addition, the failure to provide an integrating or coordinating staff would impose an excessive burden on the Chief of Staff. (91)

The reorganization of Headquarters along general staff lines, the subject of repeated recommendations since 1944, was initiated in the winter of 1952, under the leadership of a new Commandant. He outlined the basic principles of his program in an address to the Headquarters staff on 2 January:

I have felt...that this Headquarters could discharge its many functions with better effect and greater efficiency were its organizational structure simplified. I have studied the matter carefully over a number of years and it is my conviction that improvement can be achieved through greater decentralization and by reducing the number of subordinates reporting directly to me. I intend to accomplish this by instituting a simple general staff organization of departmental character.(92)

Under this reorganization, the Division of Plans and Policies was abolished, with its G-1, G-2, G-3, and G-4 Sections being elevated to division status under assistant chiefs of staff who, with the exception of the G-2, were general officers. The special staff sections of Plans and Policies--Engineer, Signal and Electronics, Tank, LVT, Antimechanized Warfare, and Research and Development--were absorbed by the various general staff divisions, as was the Strategic Plans Section. Administrative staff agencies were reorganized by assigning the Recruiting Division to the Personnel Department and the Historical Division, independent since 1949, to the G-3 Division. Shortly thereafter, the burden of the Quartermaster General was lightened by relieving him of responsibility for budgetary functions by shifting them to a newly created Fiscal Division which would supervise and control funds appropriated to the Marine Corps.(93)

To provide for the close supervision and coordination of the staff, the Commandant emphasized the chief of staff role of the Assistant Commandant and appointed a Deputy Chief of Staff "to extend and enhance the supervisory capacity of the Chief of Staff and to act in his absence."(94) An Office of the Secretary of the General Staff was established to take over the functions formerly carried out by the Military Secretary to the Commandant, administrative personnel of the Division of Plans and Policies, and the Strategic Plans and Joint Action Panel of that Division. Its mission was "to insure that staff work coming forward for...[the Commandant's] or the Chief of Staff's action is in fact completed, and that necessary coordination has been effected."(95) (Chart 4).

The 1952 general staff system adopted by the Marine Corps did not include the supervisory or coordination functions by the general staff sections over other staff agencies considered essential in previous general staff plans. In his 1945 proposal, for example, the Director of the Division of Plans and Policies had stated that "the primary difference in adopting the basic principles of the general staff is that the executive staff sections would have definite responsibilities in regard to supervising and coordinating the activities of all units of the Headquarters...."(96) Similarly, in 1949, the Director of the Division of Plans and Policies had recommended to the Commandant that Study Number 23-49 "not be approved...if the function of 'supervision' is deleted from the charters of the staff sections."(97) In 1952, however, the Chief of Staff interpreted the Commandant's intention to be that "the Quartermaster General's Department, Personnel Department, Reserve, Aviation, Public Information, Administrative, and Fiscal Division not be subordinated to any General Staff section; that there be General Staff supervision and direction over the maximum possible number of remaining special staff activities."(98)

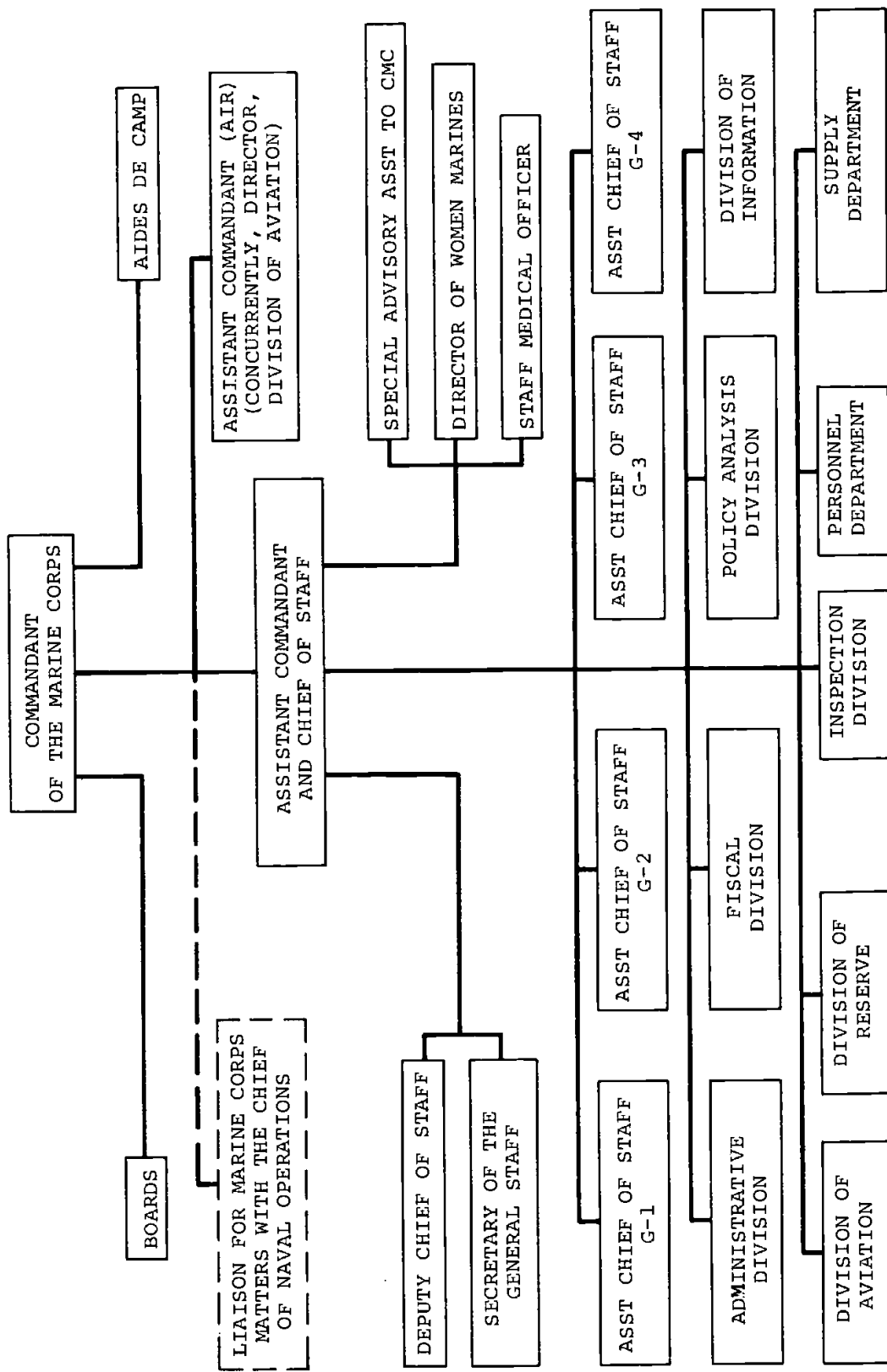
The only special staff activities remaining for the general staff to supervise were the Inspection Division, a newly created Policy Analysis Division, the Director of Women Marines, and the Office of the Legislative Assistant.(99)

The Marine Corps Staff and Public Law 416

Public Law 416, enacted on 28 June 1952, provided, among other things, that the Commandant should sit as a member of the Joint Chiefs of Staff whenever matters of direct concern to the Marine Corps were being considered.(100) The determination of which of the multitude of items on the agenda of the Joint Chiefs of Staff were of Marine Corps interest rested with the Commandant, placing the burden of screening on the Headquarters staff.

Under the reorganization of the Headquarters staff in 1952, the G-3 and G-4 Divisions were provided Plans Branches which were utilized to perform most of the staff support for the Commandant as a member of the Joint Chiefs of Staff. As the burden of this joint work increased, the need for more effective coordination became apparent. The Commandant, accordingly, on 15 February 1955 assigned the Deputy Chief of Staff as his operations deputy responsible for coordinating staff action necessary to support the Commandant in the Joint Chiefs of Staff. On 27 June 1956, the office of Deputy Chief of Staff was split into Deputy Chiefs of Staff for Plans and for Research and Development. The former assumed the Operations Deputy functions for Joint Chiefs of Staff matters, while the latter assisted the Chief of Staff in directing, coordinating, and supervising staff activities in the research and development fields.(101)

CHART 4: HEADQUARTERS, U. S. MARINE CORPS, 1 JULY 1952



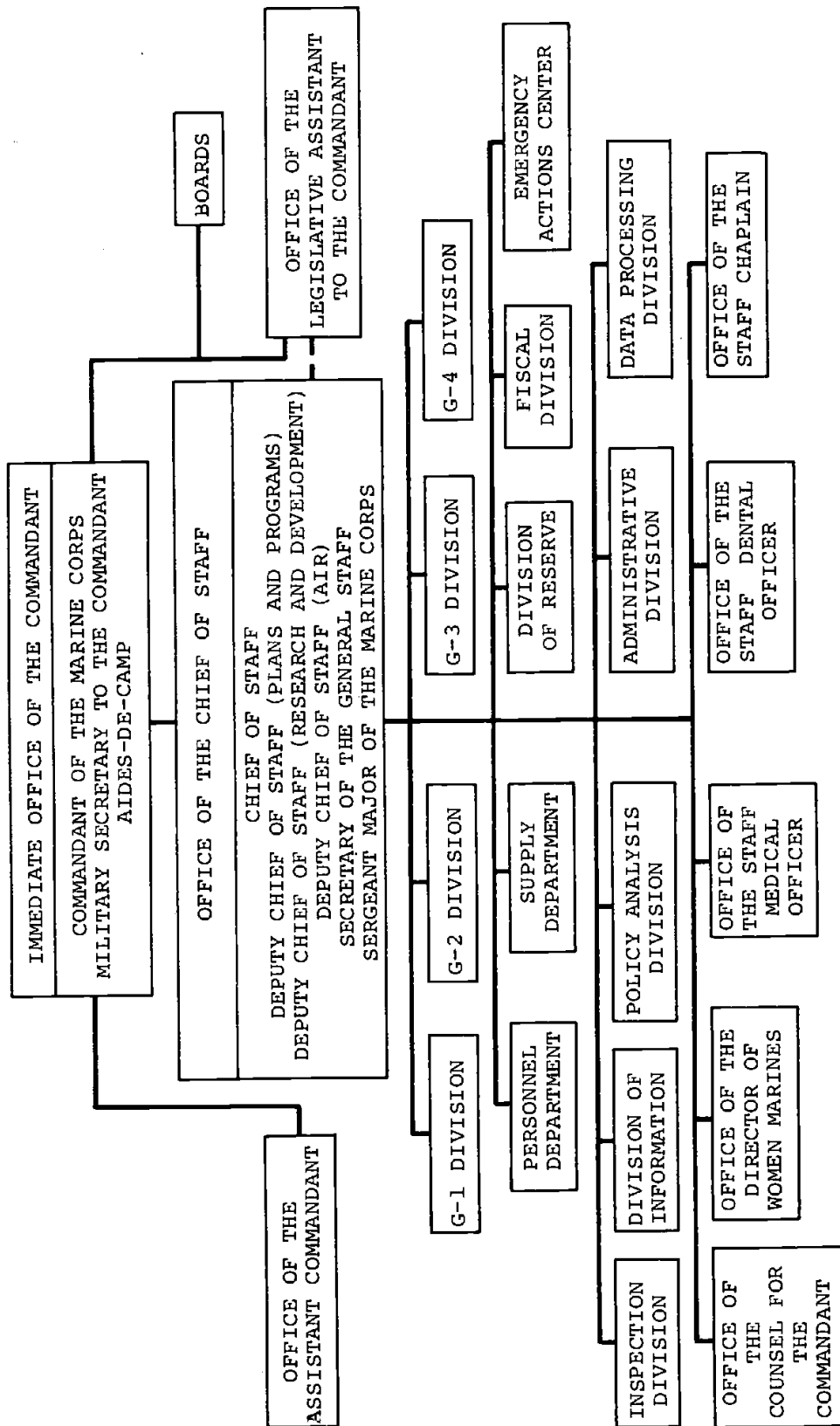
A change was made in the top level structure of the Headquarters staff on 1 December 1957, when the position of Assistant Commandant and Chief of Staff was divided in two. The Chief of Staff could now concentrate on performing the duties of executive officer to the Commandant responsible for supervising and coordinating the Headquarters staff, while a newly designated Assistant Commandant of three-star rank performed "the duties of the Commandant in the latter's absence or disability, and...such other duties as the Commandant may specifically direct." (102)

A Headquarters Order, published on 5 September 1958, set forth a Memorandum of Understanding, concluded between the Chief of Naval Operations and the Commandant of the Marine Corps, with respect to Navy and Marine Corps participation in the Joint Staff of the Joint Chiefs of Staff, the overall organization of the Joint Chiefs of Staff, and the Office of the Secretary of Defense. As stated in this Memorandum, Section 143(a) of Title 10, U. S. Code assigned approximately one-third of the numbers in the Joint Staff to the Navy and the Marine Corps collectively. As agreed in the Memorandum, the billets in the Joint Staff and in the organization of the Joint Chiefs of Staff were to be filled by number, rank, and importance of billet, in the ratio of 80% by the Navy and 20% by the Marine Corps. That same ratio would apply to Navy and Marine Corps billets in the Office of the Secretary of Defense. Further, both Navy and Marine officers assigned to these billets were to have available to them the information in the Navy Department required in the performance of their duties. (103)

A further change in the organization of the Headquarters staff was made on 1 August 1960, when the Data Processing Division was established to centralize the data processing functions of the Supply Department, the Personnel Department, and the Administrative Division. The Data Processing Officer of the Marine Corps became the Director of the Division responsible to the Commandant for the formulation of policy with respect to the Marine Corps data processing program, in consonance with the directives of higher authority, and for the administration and management of the program. (104) (Chart 5).

The Marine Corps Emergency Actions Center, designated as a separate office of the Headquarters under cognizance of the Assistant Chief of Staff, G-3, was established on 1 March 1961 to provide a continuously manned, secure operating facility, with the capability of rapid emergency communication linkage with the Joint Chiefs of Staff, other Service operations centers at their primary and alternate locations, and all commands as appropriate. Directors of departments, divisions, and separate offices, on a continuing basis, were directed to develop and provide information, summarized status reports, and other inputs pertinent to their respective responsibilities to the Emergency Actions Center and were made responsible for main-

CHART 5: HEADQUARTERS U. S. MARINE CORPS, 25 APRIL 1963



(Derived from Chart No. 37, effective as of 10 Oct 1960, 1-2, Ch. 7, Headquarters Manual, Vol. I, modified to reflect establishment of the Deputy Chiefs of Staff within the Office of the Chief of Staff and the Emergency Actions Center.)

taining inputs in an up-to-date status.(105)

On 25 April 1962, the billet of Director of Aviation was redesignated as Deputy Chief of Staff (Air) within the Office of the Chief of Staff. The only change in the administrative procedures of the Office of the Deputy Chief of Staff (Air), as set forth in Volumes I and II of the Headquarters Manual, was that the Deputy Chief of Staff (Air) was authorized to sign, over his official title, correspondence emanating from the Commandant.(106)

Later in 1962, the Office of Deputy Chief of Staff (Plans) was redesignated Deputy Chief of Staff (Plans and Programs). Established immediately under this Office were two assistant deputies, the first assisting in Planning and Joint Matters, the other in Programming and related budgetary matters.(107)

The Vietnam Era

The demands of the war in Vietnam led to an increasing commitment of men and materiel in the western Pacific. In little more than a year after the first major troop commitment in March 1965, there was a 40 percent increase in Marine Corps strength with a corresponding increase in training and logistic requirements. This caused an ever increasing strain on the capacities of the existing command and control systems; large amounts of information were needed in a minimum of time. Information concerning troop movement, air support, intelligence, and myriad other details was necessary for combat readiness, for the fighting could not be halted in order to do research. The strain of rapid growth and change gave impetus to the effort for the development of new or improved systems which could cope with the needs of the Marine Corps. Automated systems provided the only way to stay ahead.

The new automated systems had to be devised to utilize the improved techniques, equipment, and communications being developed. This equipment included computers of various sizes and types, punched cards, and magnetic discs. The communications systems included satellites and AUTODIN, the Automated Digital Network of the Defense Department. AUTODIN was designed to function as an automatic, secure, highspeed network primarily for record communication.

Each of the new systems can be placed into one of three distinct categories: tactical, functional, or informational. Each of them can also interface with all of the other systems. The tactical systems must support the FMF and provide for the execution of the command and control of forces and their weapons in combat.

The Marine Tactical Data System (MTDS), an automated air command and control system, is already in use. It was first utilized by the 1st Marine Aircraft Wing. The Marine Air Ground Intelligence System (MAGIS) is being developed in a joint program under Air Force management with a tentative operational date in the first half of the 1970s. During the period 1975-1985, the Marine Tactical Command and Control System (MTCCS) will become operational. It is designed to be an automated mobile system integrating all command and control functions at the task group level.

The functional systems support the administrative control of men, money, and materiel. Some of these systems are now in operation; others are in varied stages of planning. Two of the Reserve sub-systems are already functional. The Centralized Automated Reserve Pay System (CAREPAY) began operation in April 1966 and a manpower system, the Reserve Personnel Management System (REPMIS), started the following month.

The Marine Corps Unified Management System (MUMMS), composed of 13 inter-related supply subsystems, has also been implemented. Its development grew out of the need for centralized materiel and financial management in the supply system. Additional systems to support personnel, logistical, or financial administration remain in the planning stages, among them are JUMPS and SASSY. JUMPS (Joint Uniform Military Pay System) is scheduled to be fully operational by July 1971. Its function is to maintain the pay and leave accounts of each Marine and to interface with the personnel accounting functions. SASSY (Supported Activities Supply System) will be a link connecting unit commanders to the Marine Corps distribution system.

Task forces are also working on long-range plans for the Marine Corps' Integrated Information System (I²S). This system will allow the passage of data between the functional and tactical systems and will store the information in data banks which can be utilized by HQMC, the Department of Defense, and commanders in the field. The information system is also designed to interface with systems external to those of the Marine Corps and to bring together selected information from the separate systems, assimilate and analyze it, and produce reports intended primarily for use in planning rather than in making command decisions.(108)

The procedures for establishing I²S were developed by the Data Processing Division, which was reorganized and designated the Data Systems Division in December 1964. This division controls the technical design of the systems (109), while the Management Analysis Group (MAG) became the "focal point at Headquarters Marine Corps for the coordination of management and information matters." MAG was created in 1966 and was first directed by Brigadier General Louis Metzger under the cognizance of the office of the Chief of Staff.(110) On 16 January 1970,

MAG was absorbed and formed the nucleus for the Office of the Director, Systems Support Group, which was charged with "coordinating and directing staff activities related to development, implementation, and support of automated command and management systems." (111)

The increased emphasis on automation also led to other changes in the organization of Headquarters. A Department of Defense order that all services develop a Joint Uniform Military Pay System resulted in the movement of much of the Fiscal Division to Kansas City, Missouri, where there was office space for expansion and where the necessary computer facilities were available. In April 1967, the relocation was approved, and all disbursing functions were moved during the next year, leaving in Washington only the personnel who were responsible for policy decisions, those who controlled field pay, and those who provided liaison between government agencies. (112)

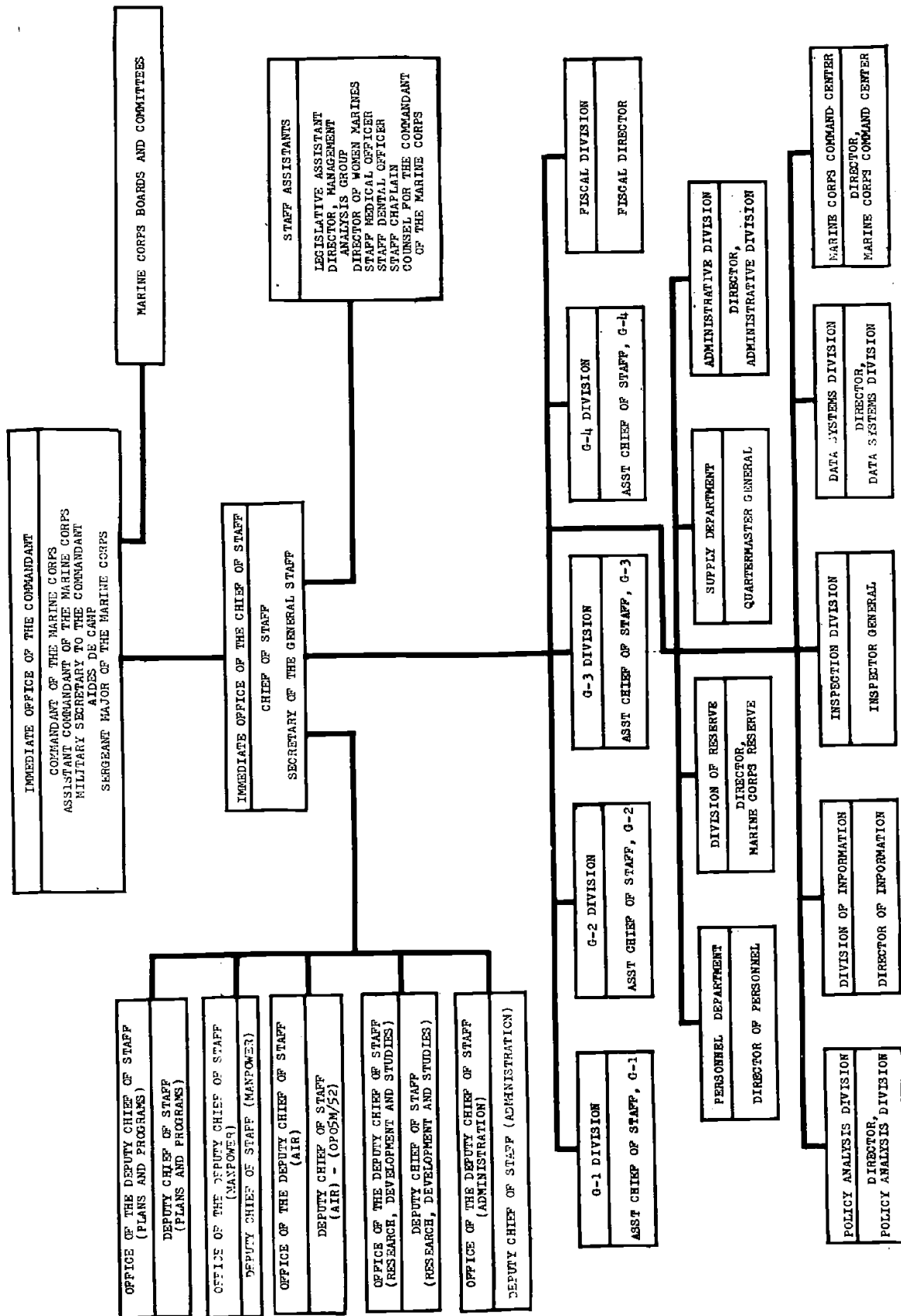
Concomitant with the growth of automation was the need for centralized management. The office of the Deputy Chief of Staff (Manpower) was established to coordinate the staff decisions of different agencies in HQMC regarding personnel, both civilian and military, regular and reserve. Lieutenant General Lewis W. Walt, upon his return from Vietnam in June 1967, was the first officer appointed to this position. (113)

This office was in addition to the position of Deputy Chief of Staff (Administration), which had been created in 1965. Major General Carl A. Youngdale, the first to hold this office, was given the responsibility of coordinating staff administrative activity, which included reviewing and making recommendations on the reports of numerous boards for the Chief of Staff to the Commandant. (114)

The increasing need for general officer billets at headquarters and in the field as Marine strength grew prompted the Marine Corps, in the spring of 1966, to make a request for additional general officers. In order to function effectively, it was maintained that at least 13 more general officers were needed. Congressional approval was forthcoming, and by 30 June 1967 the number of general officers had grown from 60 to 79. (115)

The other major management change at Headquarters during this period occurred because of the increased emphasis on studies within the Department of Defense. In 1964, the office of the Deputy Chief of Staff (Research and Development) became that of the Deputy Chief of Staff (Research, Development, and Studies). This gave the division cognizance over all Marine Corps studies and the authority to initiate or contract Marine Corps research projects. (116) (Chart 6).

CHART 6: HEADQUARTERS UNITED STATES MARINE CORPS, 24 JANUARY 1968



DATE: 24 Jan 1968

APPROVED: *130 Chapin*

Commandant of the Marine Corps

PARENT ORGANIZATION: DEPARTMENT OF THE NAVY

ORGANIZATION: HEADQUARTERS, U.S. MARINE CORPS

Two other modifications at this time were of minor importance, indicating changes of designation rather than additions to the organizational structure. The first was the redesignation of the Emergency Actions Center to Command Center in September 1963, denoting the broad scope of the duties performed by it.(117) The second redesignation was the change in the rank of the Assistant Commandant, who was designated as the senior lieutenant general in the Marine Corps with the date of rank no longer being the criterion for his seniority. Lieutenant General Richard C. Mangrum, who became Assistant Commandant on 1 July 1965, was the first to serve after this change.(118)

When the Marine Corps reached a strength of more than 300,000 men, the billet of Assistant Commandant became a four-star billet, which it was to remain until the strength was again less than 200,000. On 21 May 1969, the Marine Corps, for the first time, had two four-star generals when Assistant Commandant Lewis W. Walt received his fourth star.(119)

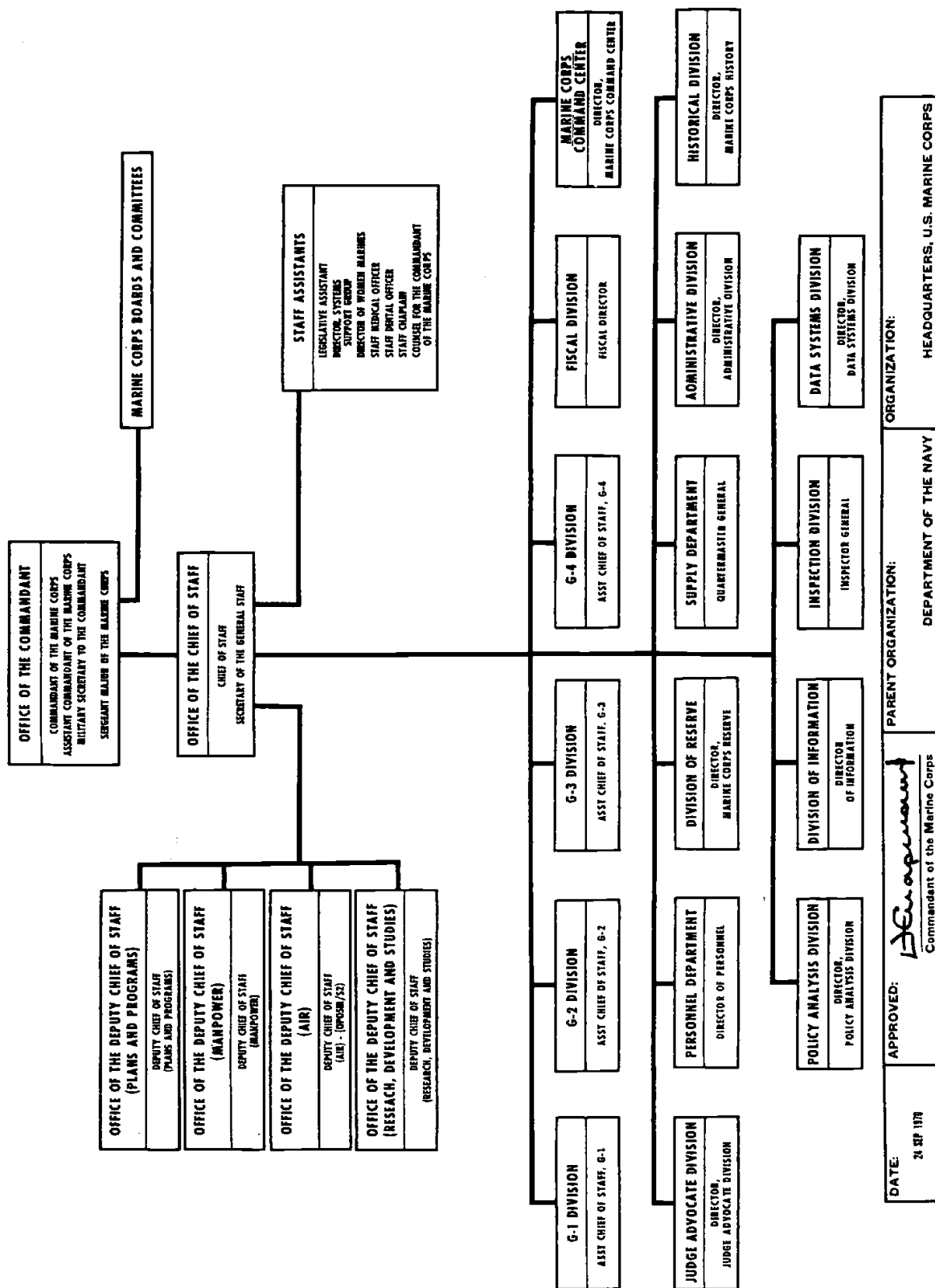
On 1 November 1969, reflecting a recommendation by the Commandant's Advisory Committee on Marine Corps History, another change in the structure of Headquarters took place. The Historical Branch, G-3 Division was reestablished as a separate division, as it had been in the late 1940s, and its head, the Director of Marine Corps History, was given responsibility for coordinating the planning and reporting requirements for the overall Marine Corps historical program.(120)

Military personnel reductions in 1970 required a more effective utilization of the personnel resources available to the logistic and supply organizations of the Marine Corps. The Quartermaster General was given the responsibility for management of all materiel maintenance from the first through the fifth echelons, requiring the reorganization of the Supply Department. When the billet of Deputy Chief of Staff (Administration) was abolished on 11 September, a brigadier general billet was made available to the Supply Department as Assistant Quartermaster General (Supply and Maintenance). The new billet became effective on 29 November 1970.(121) (Chart 7)

Summary

For the first century of its existence, the Marine Corps staff both at Headquarters and in the field consisted of officers of some or all of the administrative departments. Expanding requirements in interventionary and advance base force roles after the Spanish-American War led to some growth of the Headquarters staff and the appointment of an Assistant Commandant with the functions of a chief of staff. In the field, staffs remained substantially unchanged until World War I, when Marine units of the American Expeditionary Forces adopted the

CHART 7: HEADQUARTERS UNITED STATES MARINE CORPS, 24 SEPTEMBER 1970



DATE: 24 SEP 1970	APPROVED: <i>[Signature]</i> Commandant of the Marine Corps	PARENT ORGANIZATION: DEPARTMENT OF THE NAVY	ORGANIZATION: HEADQUARTERS, U.S. MARINE CORPS
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executive staff organization of the higher command.

The years since World War I have seen the Marine Corps staff assume its present basic form. In field units, this was a combination of functionally organized general and executive staff and special staff of technical experts. At Headquarters, the staff became a composite of three types of organizations: a functionally organized policy and planning staff; an administrative staff, also organized functionally; and, a major component staff made up of agencies combining planning and administration for major segments of the Marine Corps.

In three wars, the modern Marine Corps staff has performed its functions well. Today, it faces new problems serving the Corps in a unified defense establishment, where its work is oriented increasingly upward towards the Joint Chiefs of Staff and other agencies of the Department of Defense.

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